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BUDOCKSINST 11013-14  
AFR 88-3**

**Construction**

# **AIR FORCE CONTRACT CONSTRUCTION**

**Headquarters  
Departments of the Army,  
the Navy, and the Air Force  
Washington, DC  
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# ***SUMMARY of CHANGE***

AR 415-11/BUDOCKSINST 11013-14/AFR 88-3

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By Order of the Secretary of the Army:	By Order of the Secretary of the Navy:	By Order of the Secretary of the Air Force:
M.B. RIDGWAY <i>General, United States Army Chief of Staff</i>	J. A. McHENRY <i>Acting Chief, Bureau of Yards and Docks</i>	N.F. TWINING <i>Chief of Staff, United States Air Force</i>
Official:	Official:	Official:
JOHN A. KLEIN <i>Major General, United States Army The Adjutant General</i>	H. C. BRUTON <i>Rear Admiral, United States Navy Deputy Chief of Naval Operations (Administrative)</i>	E. E. TORO <i>Colonel, United States Air Force Air Adjutant General</i>

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**RESERVED**

## 1. Purpose.

These regulations establish basic policies and fundamental concepts of responsibilities agreed to by the military departments of the Department of Defense regarding Air Force contract construction.

## 2. Definitions.

For the purpose of these regulations the following definitions will govern:

*a. Construction.* Refers only to contract construction projects financed under the Air Force appropriation Acquisition and Construction of Real Property, or under such other appropriations as may be appropriate. It does not include work financed from the Air Force appropriation Maintenance and Operation.

*b. Construction agent.* Where the Army, normally the Corps of Engineers, or the Navy, normally the Bureau of Yards and Docks, provides specific services and/or carries out specific constructions projects for the Air Force, such agency will be referred to as the "construction agent."

*c. Services.* Engineering and construction services including the conduct of investigational engineering programs; preparation of engineering and/or architectural studies, analyses, and estimates; preparation of installation master and development plans; or preparation and revision of drawings and specifications. It further refers to administrative support for field offices of the Air Force installations representative organization to include, office space and relation utilities, civilian personnel administration, transportation, also purchase, contract, and fiscal services.

*d. Surveillance.* The degree of the surveillance that normally is exercised by the owner over the agents employed by him to perform design and construction services. "Surveillance" includes on-the-site observation, examination, or inquiry into Air Force construction projects by Air Force representatives. Such surveillance by Air Force representatives will not duplicate the functions of inspection and contract administration which are the responsibility of the construction agent.

*e. Inspection.* The act of the agency performing Air Force construction projects of viewing clearly and critically all phases of the construction work to ascertain quality or state of work and to determine compliance with plans and specification and contract provisions. This includes, but is not limited to, such items as checking layout of the construction in the field; checking shop drawings; inspecting workmanship and material to determine conformity to plans and specifications; performing laboratory tests and analyses of materials; completing and submitting field and progress reports; checking monthly and final estimates as basis for contractor payment; and preparing the as-built plans and final inspection report.

*f. Air Force.* The Air Force Establishment and designated offices, echelons, or representatives thereof.

## 3. Basic policies.

*a.* The Air Force is responsible to the Department of Defense and to the Congress for the proper management of the Air Force portion of public works construction programs and for the economical use of funds appropriated to it for such public works construction.

*b.* The Air Force will use to the fullest extent the services of the Corps of Engineers and the Bureau of Yards and Docks for Air Force public works contract design and construction, except that certain projects as provided in c below may be designed and/or constructed by the Air Force under its own supervision.

*c.* (As superseded by C 1, 4 Feb 60) The Air Force may design and construct under its own supervision research and test facilities peculiar to aircraft development and such other projects as may be approved by the Secretary of the Defense. Prior to initiation of the design and construction of any project which the Air Force proposes to undertake under its supervision (other than advance planning and design prior to statutory authorization), the Secretary of the Air Force will submit to the Secretary of the Defense for his approval (with copies to the Secretary of the Army and the Secretary of the Navy) a complete description thereof and an estimate of the cost.

*d.* The department undertaking the construction is responsible to

the Air Force for the proper performance of such services and the execution of construction being performed by it for the Air Force.

*e.* The Air Force will submit to the construction agent such major construction policy and program requirements as may be desired.

*f.* The use of available services or construction capacity of other departments may be implemented at the organizational level mutually determined to be most appropriate by the Air Force and the construction agent.

*g.* The Air Force will provide applicable funds to cover the costs of all services and construction undertaken by another department. Such funds will be transferred to the construction agent, who thereafter will be responsible for the obligation, expenditure, and accountability thereof in accordance with the provisions of these regulations.

*h.* The Air Force and the construction agent will determine by mutual agreement the appropriate elements of costs which will be incurred by the construction agent as "Government costs" (exclusive of Government-furnished materials and equipment) and the establishment and liquidation of contingency reserves.

*i.* Designs and specification will be frequently reviewed by the Air Force and the construction agent, separately or jointly, to determine that they reflect space, qualitative requirements, and detailed characteristics acceptable to the Air Force.

*j.* The Air Force may discharge some of its responsibilities relating to services and construction on a decentralization basis through Air Force installations representatives offices and/or command echelons. The Air Force and the construction agent will define and determine those responsibilities and authorities which will be delegated by each to their representatives or lower echelons for Air Force work.

*k.* To expedite performances where services are furnished by a construction agent, the Air Force is authorized to communicate direct with the construction agent in connection with construction projects.

*l.* Where mutual agreement is required between the Air Force and the construction agent but can not be reached after reasonable efforts have been made at working level, the matter will be resolved by the secretary of the appropriate Department and the Secretary of the Air Force.

*m.* Additional technical and operational details, as required, will be the subject of specific written directives or agreements between the Air Force and the construction agent.

## 4. Specific responsibilities.

*a.* The Air Force will, where applicable—

(1) Determine, program, and budget its construction requirements, both qualitatively and quantitatively.

(2) State to the construction agent its requirements for services and construction expressed in terms of criteria, quantity, geographical siting, desired beneficial occupancy, and completion dates; and such other details necessary to enable the construction agent to proceed.

(3) Approve construction design, including detailed site plans and preliminary plans and outline specification when such design is accomplished by the construction agent. The Air Force will check final plans and specifications to determine adherence to established qualitative and quantitative requirements. Approval by the Air Force will not relieve the construction agent of basic responsibility for the technical sufficiency of such designs.

(4) Exercise surveillance over the execution of services and construction operations by the construction agent. In discharging this responsibility, the Air Force intends to suggest or initiate action with the lowest echelons of the construction agent authorized to issue the necessary corrective directives. In case of disagreement the matter will be referred to higher echelons of the construction agent or to the appropriate department for resolution of the problem with the Air Force.

(5) Determine, program, and budget, and provide justification for its real estate requirements, both qualitatively and quantitatively.

*b.* The construction agent will, where applicable—

(1) Provide technical assistance in the defense of Air Force estimates for 'Acquisition and Construction of Real Property' before review agencies and congressional committee, to include as mutually agreed between the Air Force and the construction agent the timely development and furnishing to the Air Force: Current detailed unit cost costs indexes, estimate of construction capacities by area of time period; and such other data or information as may be required.

(2) Prepare preliminary designs and cost estimates based thereon, to include preliminary plans and specification in sufficient detail to enable the Air Force to exercise its approval authority.

(3) Prepare final designs and cost estimates based thereon, to include contract drawings and specifications.

(4) Exercise professional judgment and bring to the immediate attention of the Air Force any technical inadequacies which may become apparent in criteria, drawings, or specifications prepared and furnished by the Air Force.

(5) Prepare invitations to, advertised for, and receive contractors' bids, and/or negotiate contracts.

(6) Award and execute service, architectural and/or engineering, or construction contracts subject to and within the limits available and applicable funds, statutory provisions, and/or regulations of the Department of the Defense.

(7) Effect proper administration, supervision, and inspection of services or construction contract execution.

(8) Executive necessary change orders to service or construction within the limits of funds provided.

(9) Furnish the Air Force with such timely, accurate, and complete progress and fiscal reports as may be mutually agreed upon by the Air Force and the construction agent.

(10) Continually review established and proposed completion dates and promptly completion data and promptly advise the Air Force of work stoppages and major impediments to construction progress.

(11) Provide civilian personnel space authorizations required to staff the construction agent in the performance of service and/or construction to be accomplished by it for the Air Force.

(12) Provide real estate acquisition as directed and furnish real estate assistance as requested by the Air Force.

## 5. Technical provisions.

*a. Criteria.* The Air Force will promptly develop, furnish, and/or define for the construction agent, applicable criteria, standards, and policy guidance, in the form of definitive drawings, outline specifications, written policy statements, regulations, manuals, or other appropriate references.

*b. Siting.* The Air Force will furnish to the construction agent general siting data for such site adaptation as the construction agent is to perform for the Air Force. These data will be in the form of an installation master or development plan and will indicate specific locations in consonance with the general features of such plans. Based on these general siting data, the construction agent will develop detailed site plans for approval by the Air Force.

*c. Design.* The construction agent, where it performs design, will, where applicable—

(1) Develop final designs based on criteria, definitive drawings, and outline specifications furnished or defined by the Air Force. Maximum use will be made of existing repetitive designs as approved by the Air Force. Final designs will reflect current and accepted construction materials, methods of construction, and architectural treatment.

(2) Site adapt working drawings and specifications.

(3) For the purpose of examination, provide Air Force representatives access to the designers through construction agent channels during all phases of design.

(4) Insure the technical sufficiency of all design accomplished under its supervision for the Air Force.

(5) Issue necessary design and/or construction change orders. After a construction contract has been awarded, design and construction change orders that alter scope or function will not be issued by

the construction agent except as requested or approved by the Air Force.

*d. Advertising and Award.* The construction agent, where it is to perform construction for the Air Force, will, where applicable—

(1) Prepare bidding documents, advertise for, receive and evaluate bids, and award service or construction contracts.

(2) Establish in consultation with the Air Force reasonable and realistic project completion data predicated on an evaluation of the size, complexity, location, and seasonal aspects of the project in relation to capabilities of qualified contractors and the exigencies of the situation. The construction agent will review established and proposed completion data and promptly bring to the attention of the Air Force any such data considered unreasonable or inappropriate.

(3) Determine the equivalence of the standard basic proposal of bids received, reflecting contractor alternate proposals on materials and methods of construction when so solicited at the request of the Air Force.

(4) Determine which responsive low bid will be selected when, in compliance with Air Force criteria, bids are solicited and received on alternate schedules.

*e. Administration, Supervision and Inspection.* The construction agent, where it performs construction for the Air Force, will, where applicable—

(1) Administer and supervise contract performance.

(2) Accomplish adequate technical inspection to determine that work is performed in full compliance with plans and specifications.

(3) Maintain established construction schedules in consonance with good construction practices as applicable in the area where the construction is being performed.

(4) Provide necessary reports regarding inspections test and management supervision records to the Air Force when requested.

*f. Completion and Acceptance.* The construction agent, where it performs construction for the Air Force, will, where applicable—

(1) Make acceptance inspection jointly with the Air Force at a time in consonance with terms of contract and prior to final settlement with the contractor.

(2) Correct by appropriate action under the contract, any construction deficiencies resulting from failure to comply with plans and specifications as mutually determined by the Air Force and the construction agent and approved by the contracting officer. Desired changes outside the scope of the contract plans, and specification, other than those to correct technical sufficiencies, will be made by the construction agent only upon written request or approval of the Air Force.

(3) (As superseded by C, 1 Feb 60) Furnish the agency responsible for accepting the construction an executed copy of ENG Form 290 together with leases, contracts, costs and other pertinent data required for accountability records required by U.S. Air Force.

(4) (Added by C1, 4 Feb 60) Transfer to the Air Force all items related to the constructed facilities and required for the operation or maintenance of such facilities or for the protection of Air Force interests and investments as follows:

(a) Manufacturers catalogs, maintenance and operating manuals and instructions as soon as such material can be made available but not later than the date the Air Force is to assume maintenance and operation responsibilities for the facilities, either wholly or in part.

(b) Equipment guarantees by the contractor, subcontractors, and material vendors in accordance with paragraph 3 or AFR 85-4 (AR 415-14; BUDOCKS INST 4335-2), 13 February 1959.

(c) Originals or copies of all records and maps, complete, legible and reproducible as-built drawings and specifications corrected to show all changes from the originals including supporting utilities, within 90 days of acceptance of the facilities by the Air Force.

*g. Acceptance Responsibility.* The Air Force will promptly sign and accept responsibility for facilities upon completion, or for that part of a facility completed and occupied by the Air Force. Construction deficiencies will be recorded at the time of acceptance, and will be corrected as described in F(2) above.

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